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ABSTRACT

This report reflects the efforts of the federally mandated National Advisory and Coordinating Council on Bilingual Education (NACCBE) to search for ways by which local school systems can exercise greater choice of teaching methodologies while still meeting their responsibilities of teaching English to all of their non-English speaking students. It contains an account of significant developments in the history of bilingual education, an update on recent research, a plea for common understanding, ten state assessments of bilingual education over the past decade, a synopsis of testimony at eight regional hearings, and recommendations. The Council urges the Federal government to provide greater flexibility to local districts concerning methodologies of second language instruction while still responding promptly to any violation of the constitutional rights of language minority students to quality education. More specifically, it recommends: (1) greater stress on special alternative instructional methods; (2) local level decision making concerning methodology; (3) increased funding for limited English proficiency students; (4) Federally funded research projects on better methods to identify bilingual students with special needs and training for professional staff to work with these students; (5) efforts to reduce the high dropout rate; (6) increased research and evaluation of language learning and language teaching theory; (7) improved teacher training for bilingual, English as a second language, mainstream, and special education teachers; and (8) efforts to prevent inappropriate placement of students in special education programs. Appendixes include the Department of Education budgets for bilingual education for 1985 and 1986; data on language characteristics of the U.S. population by state and age for 1980; data on home speakers of Spanish in the United States for 1980; a copy of the NACCBE Charter, and a paper reporting the personal views of five Council members. (ETS)

ED274742

NEW DIRECTIONS IN LATE '80s PURSUED

THE

TENTH ANNUAL REPORT

NATIONAL ADVISORY AND COORDINATING COUNCIL

ON

BILINGUAL EDUCATION

U.S. DEPARTMENT OF EDUCATION

MARCH 1986

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NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION
U.S. DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

March 31, 1986

The Honorable George Bush
President of the Senate
Washington, D.C. 20510

Dear Mr. President:

Public Law 98-511 provides for a National Advisory and Coordinating Council on Bilingual Education. The law requires that the Council "not later than March 31 of each year, submit a report to the Congress and the President on the condition of bilingual education in the Nation and on the administration and operation" of the Bilingual Education Act. The Tenth Annual Report of the National Advisory and Coordinating Council on Bilingual Education is hereby submitted to the Senate.

The twenty member Council is a mix of educators and non-educators, including "parents of students whose language is other than English," as provided by law, as well as people representing a wide geographic distribution of the United States. The members also include individuals of Hispanic, Anglo-European, Asian and Native-American ancestry.

In this Tenth Annual Report, the Council pursued the new direction of study as indicated in the Ninth Annual Report, which was to search for ways by which local school systems could have more flexibility in their choice of teaching methodologies, and yet meet their responsibilities of teaching English to all of their non-English speaking students. This recommendation first appeared in the Ninth Report, and was accepted by the Secretary of Education, who in public statements, as well as in recommendations to Congress, has called for changes in Public Law 98-511 that will allow a more equitable allotment of federal funds for use of alternative methods of instruction, particularly those that do not require teaching to be carried out only in the native language of the students.

To further the new direction, the Council now submits to the Congress a report containing significant developments in the history of bilingual education, an update on recent research, a plea for the "Need for Common Understanding," state assessments of bilingual education over the past decade, personal views of NACCBE members, and a synopsis of testimony at eight regional hearings.

This Tenth Annual Report is an exposition of where we have been in bilingual education and where we should be going if limited English proficient students are to be moved more quickly into the American mainstream.

Sincerely,

Dr. Anthony Torres
Chairman

NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION
U.S. DEPARTMENT OF EDUCATION
WASHINGTON, D.C. 20202

March 31, 1986

The Honorable Thomas P. O'Neill, Jr.
Speaker of the House of Representatives
Washington, D.C. 20510

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INTRODUCTION

Controversies surrounding the best means of providing a meaningful education for limited-English proficient (LEP) students have created an unfortunate polarization. There is a need for a dispassionate effort to see the broad spectrum of needs of various groups of language-minority students, to move away from cliches that mislead rather than clarify.

Since the first Bilingual Education Act legislation was passed in 1968, the number of children arriving from countries all over the world has greatly increased. The LEP population is no longer concentrated in just a few states, but is now scattered throughout all parts of the country. Large numbers of East Asian and Southeast Asian immigrants have settled in all parts of the United States. Political instability in various countries around the world causes continuing new streams of refugees and immigrants, many of whom have had little or no previous schooling.

We have to recognize that students arriving in large numbers in American classrooms will be linguistically and culturally diverse. The broad diversity among the various language minority groups suggests that each has its own educational needs which may be met in different ways.

The purpose of the Bilingual Education Act was to help non-English speakers learn the English language and to help them succeed in school and in society. Instead, this issue has become entangled in passionate crusades by legislators, educators and parents, whereby the education of children has become a secondary rather than a primary consideration. Congress contributed to this dilemma when for the first time in its history it legislated a given methodology (P.L. 98-511, the Bilingual Education Act of 1984).

Research on bilingual education has been contradictory. There are effective bilingual programs but others that are ineffective. Bilingual education being a pedagogical method is subject to variation and misuse, as is any other single methodology. It is not necessarily superior or inferior to all other alternate methodologies. There simply is no conclusive evidence that bilingual education should be the preferred approach to instruction of all language-minority students.

This being the case, the National Advisory and Coordinating Council on Bilingual Education has adopted the position that there are reasons for the federal government to provide greater flexibility to local districts concerning methodologies of second language instruction. On the other hand, we urge Congress to ensure that federal agencies

respond promptly to any violation of the constitutional rights of language minority students to quality education, which enables them to succeed academically and to enter the mainstream of American society.

There are many quality bilingual, immersion and English-as-a-Second Language (ESL) programs which have done an admirable job preparing limited-English proficient students for academic success in spite of changing needs. Many school systems are now using more than one methodology to accommodate the needs of their multi-ethnic and culturally diverse student population.

Methodologies are not mutually exclusive. Effective bilingual programs include strong ESL components. Administrators and their educational staffs need to determine the methods to be used, based on existing resources and competence, free from inappropriate political intrusions.

Focusing on the issue of the fastest means to English language proficiency is a simplistic idea, which may sound good at first glance, but is not based on the reality of the language acquisition process. Research on second-language acquisition clearly shows that oral skills for basic communicative proficiency can be mastered in a very short time, but cognitive academic language proficiency is a much more complex and lengthy process.

Specialized bilingual and ESL teachers need to concentrate on language skills and academic proficiency through the content areas. Generally, students leaving these specialized programs work in mainstream classes for the greater part of the school day.

Effective teacher training programs for all teachers need to reflect the changing demographics of the LEP student population. Lack of previous educational opportunity is becoming the norm rather than the exception.

SECTION I. NEW DIRECTIONS PURSUED

1. Significance of Title of NACCBE's 10th Annual Report

There is both rhyme and reason in the title of this 10th Annual Report (A.R.) of NACCBE, because of its continuity with the 9th A.R., entitled, "New Directions in Late '80s." For the 10th A.R., we have merely added the word, "Pursued," for that is exactly what we are doing. We are following up on the "New Directions" (viz., an expansion of alternative instructional methods to the heavy emphasis on transitional bilingual education; see page A-3 for the definition of TBE).

2. Secretary Bennett and NACCBE's "New Direction"

On September 26, 1985, Secretary William J. Bennett addressed the Association For A Better New York. His talk, excerpted below, followed the prime recommendation of NACCBE, included in our 9th A.R., sent to him in early April 1985, and acknowledged by the Secretary in a letter to NACCBE Chairman Anthony Torres, dated July 15, 1985.

There follows excerpts from NACCBE's recommendations (Ninth Annual Report, March, p. 64):

"1. Encourage alternatives to bilingual education (emphasis in original). Educational research does not lend itself to hard conclusions as to whether one method of teaching children English is better than another. Nevertheless, there is a growing body of opinion that counsels expansion of barely used alternatives to bilin-

gual education. One such approach is English-as-a-Second Language (ESL) in which language minority children are taught English through English."

There follows excerpts from Secretary Bennett's September 26 address that carry forward NACCBE's recommendation

"Congress...prescribed education in the student's native language as the sole method local school districts seeking funds could use. Why this change? Not because research had established the superiority of this method to any of the other possible educational methods, methods which placed greater emphasis on instruction in English. For there was--and is--no evidence of such superiority...

"Congress last year recognized the need for programs using alternative instructional methods. These methods include 'English as a Second Language'....but it limited funding for those programs to four percent of the total appropriation, leaving local school districts still very much constrained. And Congress unfortunately further backed away from a clear statement of the goal of learning English, by authorizing for the first time funding for programs designed simply to maintain student competence in the native language.

"This, then, is where we stand: After seventeen years of federal involvement, and $1.7 billion of federal funding, we have no evidence that the children

whom we sought to help....have benefited. And we have the testimony of an original sponsor of the Bilingual Education Act, Reprentative James Scheuer of New York, that the Bilingual Education Acts' original purposes were perverted and politicized; that instead of helping students learn English, 'the English has been sort of thinned out and stretched out and in many cases banished into the mists and all of the courses tended to be taught in Spanish. That was not the original intent of the program.'

"What then are we to do?...Continue down the same failed path on which we have been traveling?...

"We shall therefore explore with Congress the possibility of removing the 4% cap on alternative instructional methods...to allow greater flexibility for local school districts...."

3. "Time For A Change"

On November 21, 1985, Secretary Bennett proposed bilingual education regulations to carry out the provisions of the Bilingual Education Act of 1984. He made reference to his September 26 speech and the proposals therein:

"The public's response to these proposals has been gratifying. A number of major newspapers and national magazines have carried editorials supporting our initiative. Dozens of Congressmen and Senators have indicated that they too believe that it is time for a change, and

we are continuing to discuss with them legislative means of restoring clarity and flexibility to the federal bilingual education program.

"But along with praise has come criticism. Some have charged that our reform proposals are but a smokescreen for plans to cut or even eliminate bilingual education. Others accuse us of wanting to return language minority children to the 'sink or swim' approach to learning English. Some have even suggested that parents, teachers, and school officials at the local level are <u>incapable</u> (emphasis in original U.S. Department of Education release, November 21, 1985) of making sound judgments for their children. None of these things are true...."

SECTION II: HISTORICAL BACKGROUND

1. Title VII of the Elementary and Secondary Education Act

Title VII, so often cited in any discussion of the funding of bilingual education programs, was enacted in 1968. It provided short-term help to school districts with high concentrations of children with limited English-speaking ability from low income homes.

Nothing in the original Title VII legislation specifically referred to or required participating school districts to use the child's native language in instruction. The enacted legislation encouraged districts to devise "new and imaginative," "adequate and constructive," and "forward-looking" elementary and secondary school programs for the special educational needs of children "who are educationally disadvantaged because of their inability to speak English."

The stated Federal goal of Title VII is to provide instruction in English. But, as Representative James Scheuer, one of the original sponsors of the Bilingual Education Act of 1968 noted during the debate on the Simpson-Mazzoli immigration bill, on June 19, 1984:

> "...its original purposes were perverted and politicized. I was an original sponsor of the Bilingual Education Act, along with Senator Ralph Yarborough of Texas, and I remember very well that it was clearly intended, the history is perfectly clear, it was intended, to be a pressure cooker exposure for the kids to learn English from foreign language homes."

2. The 1967 Senate Committee Report on Pending Bilingual Education Amendments

The Senate Committee report noted that:

"Because of the need for extensive research, pilot projects and demonstrations, the proposed legislation does not intend to prescribe the types of programs or projects that are needed. Such matters are left to the discretion and judgments of the local school districts to encourage both varied approaches to the problem and also special solutions for a particular problem of a given school."

3. Title VI of the Civil Rights Act

Title VI of the Civil Rights Act of 1964 provides that:

"No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

This statue and its implementing regulations prohibit discrimination and denial of access to education on the basis of a student's limited-English proficiency. Guidelines published by the Office for Civil Rights (of the Department of Health, Education, and Welfare) to carry out Section 601 of the Act clarified the "affirmative steps" that must be taken by the districts. It is on this section of the Civil Rights Act of 1964 that the U.S. Supreme Court grounded its decision in Lau v. Nichols.

4. Impact of Legislative Changes on Bilingual Education

The Bilingual Education Act of 1968 evolved into a restrictive program through legislative changes. In the 1974 Amendments to Title VII, Congress reduced the ability of local education agencies (LEAs) to design their own bilingual program. This was the first time that transitional bilingual education was mandated. The legislative changes came about despite the 1974 Supreme Court decision, Lau v. Nichols (414 U.S. 563, 1974) which had simply required that schools take some affirmative steps to ensure that limited-English proficient children receive special attention, but which did not specify what had to be done.

On March 15, 1983, former Secretary of Education T. H. Bell transmitted to Congress amendments to the Bilingual Education Act (H.R. 2682, the Bilingual Education Improvements Act). Congress did not act on this proposal which would have broadened the range of instructional approaches, focused more strongly on capacity building and given priority to projects which proposed to serve children whose usual language is not English.

Under the new Bilingual Education Act as amended in 1984 (Title II, P.L. 98-511), Congress set aside 4% of the program funds below $140 million for special alternative instructional programs which are strategies to bilingual education. Congress also authorized funding

developmental bilingual education programs in which learning English and a second language are given equal importance.

The pie charts on page 8(a) show the distribution of Bilingual Education Act funds for the year 1985.

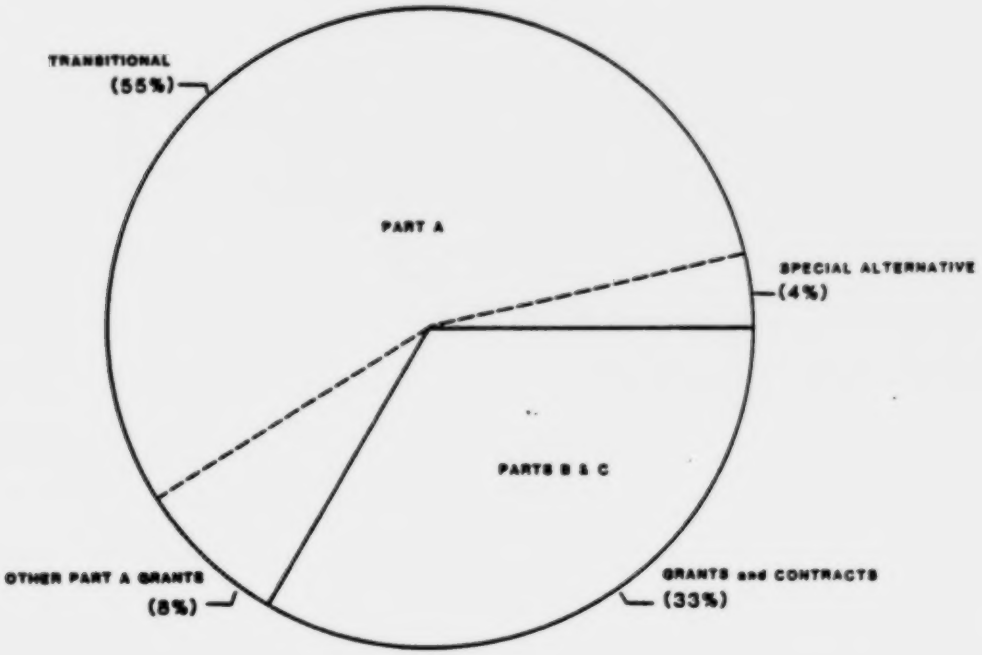
5. Lau v. Nichols

Since the U.S. Supreme Court decision (Lau v. Nichols, (414 U.S. 563, 1974) is often cited by proponents of bilingual education as justifying teaching of students in their native language -- the only way of teaching limited-English proficient (LEP) students --there follows an account of the landmark decision.

In the Lau v. Nichols' Supra, case, the parents of non-English speaking Chinese students brought a class action suit against the San Francisco Unified School District alleging that the failure of the school administration to provide supplemental language programs denied students the right to equal educational opportunity under the equal protection clause of the 14th Amendment.

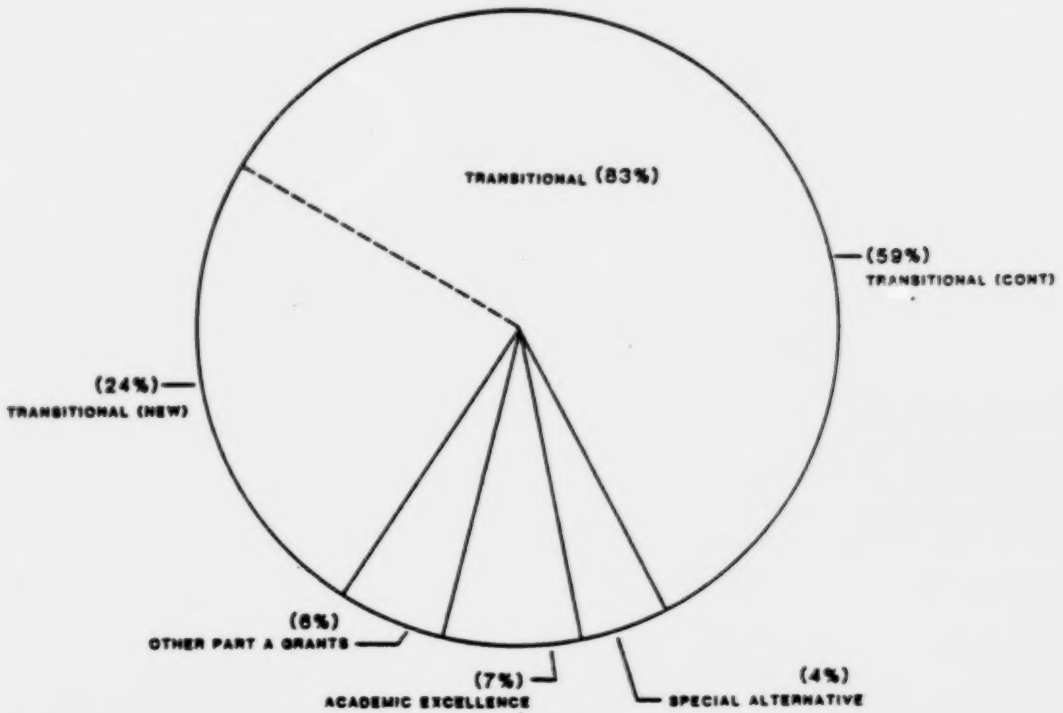
The court, in finding for the Chinese students, grounded its decision on violations of Section 601 of the Civil Rights Act of 1964 and the federal guidelines promulgated thereunder, and thereby avoided determination of the constitutional equal protection claim.

DISTRIBUTION OF FY85 APPROPRIATION
BILINGUAL EDUCATION ACT FUNDS
($139,265,000)



(Percentages are rounded)

DISTRIBUTION OF FY85 FUNDS
PART A ONLY
$94,713,000



(Percentages are rounded)

Justice William Douglas, writing for the Court, held that the HEW guidelines, mandating local school districts to take "affirmative steps to rectify the language deficiency in order to open its instructional program to these students,"[1] were binding upon all local school districts receiving federal financial assistance. These guidelines, he said were properly issued pursuant to Section 601 of the Civil Rights Act of 1964.

The Court did not rule on the appropriateness of any particular language program since it was not presented with that issue. Instead it said:

> "No specific remedy is urged upon us. Teaching English to the students of Chinese ancestry who do not speak the language is one choice. Giving instructions to this group in Chinese is another. There may be others. Petitioner asks only that the Board of Education be directed to apply its expertise directed to the problem and rectify the situation."

6. Lau Remedies

The "Lau Remedies" is the common name for an Office for Civil Rights (of the Department of Health, Education, and Welfare) policy paper entitled Task Force Findings Specifying Remedies Available to Eliminate Past Educational Practices Rules Unlawful Under Lau v. Nichols (1974). The Lau Remedies, written as a result of the Supreme Court's decision in the Lau v. Nichols case, were directed toward school districts and offered guidelines for instruction of elementary and secondary

students through their primary language until those students were able to participate in class with instruction exclusively in English

Even though the Lau Remedies were never published in the Federal Register, they became the guidelines used by the Office for Civil Rights to evaluate plans to eliminate Title VI (Civil Rights Act) violations resulting from exclusion of limited-English proficient students.[2]

SECTION III: NEED FOR COMMON UNDERSTANDING

The fate of several million limited-English proficient students depends on how well and how rapidly they can learn English so that they may take advantage of the great educational opportunity available to them in the schools of our nation. It is imperative, therefore, that all participants in the public debate about the education of these students at least begin their dialogue with a common understanding of the educational terms and concepts involved. If this can happen, there will be a greater chance over time of resolving differences so that the best possible instructional programs will provide LEPs with the opportunities that should be theirs.

In the long, bitter dispute over bilingual education, there has been little about which the two contending sides could agree. It seems that in spite of the old saying in Spanish, "Hablando, se entiende la gente," talking has not helped most participants in the debate to have a clear understanding of either the problems or their solutions.

One of the major reasons for this dissonance is that many of the debaters have misconceived terms that are fundamental to an understanding of the problem. There is, for example, much confusion about what is meant by the term bilingual education. Those who support bilingual education often seem to be talking about something different than do those who oppose the concept.

Although there are a number of possible definitions of bilingual education, it is Congress and other legislative bodies who have created what is indisputably an exclusive instructional model in the public schools of America. They have done this by their selection of a definition that is so limiting that, for all intents and purposes, there can be but a single bilingual model. While it is true that there are variations on this model -- bilingual programs do vary to some degree from state to state and from district to district.

What is the accepted definition of bilingual education and why does it limit the form which bilingual education can take? In the Draft Guidelines for the 1968 Bilingual Education Act (Title VII of the Elementary and Secondary Education Act of 1965) Congress defined bilingual education as "...instruction in two languages as mediums of instruction for any part of or all of the school curriculum." This conception of bilingual education has remained virtually unchanged: "The use of two languages, one of which is English, as the media of instruction in a comprehensive school program."

Congress' reason for authorizing instruction in the home language of the child was to help him to avoid falling behind in the various subjects while he was acquiring proficiency in English. While this conviction of the legislators was carried forward in guidelines, it is

significant that the Congressional idea of the way in which students were to acquire proficiency in English was left unstated.

Bilingual Education v. Bilingualism: Another source of misunderstanding has resulted from the equation: bilingual education equals bilingualism. While it is true that both of these terms refer to the use of the two languages, they have quite different meanings. Bilingual education, in the United States at least, refers to subject matter instruction given in two languages -- whether this type of instruction results in proficiency in the use of two languages (bilingualism) is another question.

As the form of the word infers, bilingualism usually means that either an individual or a group has the ability to function in two languages: "His bilingualism is an asset in his work." "Bilingualism is prevalent in that part of the country."

Bilingualism has also come to have a political definition. It can refer to "official bilingualism." This is the case in which a political entity mandates the use of two languages for various official functions. In the special case of bilingual education, it could be realistically argued that instruction in two languages can be mandated, but bilingualism cannot be mandated. At any rate, bilingual education and bilingualism are not synonomous.

English-as-a-Second Language (ESL): ESL is another term that is consistently misused. During a wave of immigration in the last century, there existed a number of language programs in the public schools that were designed to help non-English speaking students learn English so that they would be able to function in regular classroom instruction. These programs are now found at both the elementary and secondary levels. There is considerable variation in organization and teaching methodology.

Although they had a common purpose, there was little uniformity in the names utilized to describe these programs so that in the 1960's a campaign was started to standardize the name English-as-a-Second Language, the term that is generally used today. ESL is a single methodology that has as its goal the preparation of non-English speaking students for regular school instruction in English. Different instructional methods and program organization can be used to do this, including special subject matter instruction in English. What is unique about ESL is that teachers, although they need training in second-language teaching methodology, need not speak the native language of the child. Another advantage of ESL is that the continual shortage of certified bilingual teachers (teachers who can teach in the native language of the child) ceases to be a problem.

Non-English and Limited-English Speaking Students:

Congress has had difficulty in distinguishing between non-English speaking and limited-English speaking students. Both types of students are currently found in bilingual programs under the single designation limited-English proficiency (LEP) students. Because the degree of English language competence these students initially bring to the classroom is very different, the instructional programs for the two groups should be different. This difference should have been recognized in the legislation which established bilingual education.

The need to develop an adequate oral English base is what sets non-English speaking students apart from students who, while they come from homes in which another language is spoken, already speak English. The essential element in oral proficiency in a new language is the ability to think in the new language. The onset of thinking in the new language is of great urgency to second-language learning, because it means that they no longer have to translate -- to move back and forth from language to language -- a frustrating exercise that greatly complicates the learning of reading and writing.

The present use of the term LEP (limited-English proficiency) does not, then, sufficiently identify the educational needs of students, because it fails to distinguish between those who speak little or no English and those who are bilingual with English as one of their languages. Even

though the level of English proficiency of some bilingual students may not approach that of some monolingual English speaking students, the fact remains that their educational needs are very different from those of non-English speaking children.

SECTION IV: RECENT SIGNIFICANT RESEARCH

In recent years, research relating to bilingual education has followed two basic directions. On the one hand, there have been evaluative studies of various aspects of the organization and operation of transitional bilingual education programs. On the other, studies have been designed to attempt to answer the question which is central to bilingual education and to other LEP language education programs: What type or types of instructional programs are most effective in helping LEP students to become proficient in English.

1. A National Evaluation of Services for LEPs in Progress

Studies which have as their primary goal the evaluation of one aspect or another of on-going Title VII programs have, for the most part, been funded through the Part B Research mandate of Title VII of the amended Bilingual Education Act of 1978. They represent the Department of Education's effort to obtain information that will help to increase the effectiveness of transitional bilingual education programs, and they fall into three categories:

1. Assessment of national needs for bilingual education.
2. Improvement in the effectiveness of services to students.
3. Improvements in Title VII program management and operation.[3]

Of current research efforts focusing on Title VII bilingual education, a promising study now in progress has already yielded significant data of a descriptive nature

and, at a later time, will produce data relating to the effectiveness of Title VII bilingual education. Entitled "National Evaluation of the Effectiveness of Services for Language-Minority Limited English Proficient Students," the study is the most comprehensive effort by the Department of Education to evaluate the Title VII program since the American Institute for Research (AIR) study of the mid-'70s.

Involving approximately 9,500 students in 120 schools in 18 school districts, the study will span a three-year period, terminating with the 1986-87 school year. Its data will be collected and statistically analyzed for almost 80 research questions and sub-questions.

The study is organized into two broad areas or objectives, the first of which seeks "to determine the degree to which services provided are effective collectively in enabling Language Minority limited English proficient (LM-LEP) students in grade levels one through five to function effectively in all-English medium classrooms." The second objective is "to determine which cluster of services is most effective under specific conditions." Subsumed under these two objectives are a great many research questions which cover most aspects of program organization and operation.[4]

2. Variations of Research and Evaluation: Current Efforts, Findings and Trends

In the past several years, there has been increased research attention directed at identifying instructional models, other than transitional bilingual education, that

are effective in promoting English language proficiency for LEP students. The Department of Education is currently sponsoring a Part B Research study which will compare English immersion and dual language programs on a longitudinal basis. Known as the "Longitudinal Study of Immersion and Dual Language Instruction Programs for Language Minority Children," the five-year study will be completed in September of 1988. The principal objectives of the study are to provide a description of the structured immersion approach in the United States and to obtain information that will permit a comparison of the immersion and transitional bilingual education programs for helping LEP children to perform in English-only classrooms.[5]

There have also been recent reports of immersion studies sponsored by agencies other than the U.S. Department of Education. One study reports the findings of a 14-year evaluation of an immersion program in Uvalde, Texas.[6] This study asserts improved (30 percent) academic performance scores among LEP children taught English through structured immersion; that is, content taught in English only, although staff were all bilingual. The study also reports greater retention performance some years after exiting programs and a lower dropout rate in high school.

In another part of the country, the State Department of Education of New Jersey has recently authorized a three-year pilot study of an experimental immersion program in that state.[7] It is funded by the federal government and is part of a national study.

a. High Intensity English Language Training

Other variations of single medium programs are also under study. The El Paso Independent School District in Texas has released study results of a high intensity English language training (HILT) program that prepares students for the regular high school curriculum. LEP children in the program receive content area instruction in sheltered English classes, using the same curricular materials as in the mainstream program but with instruction given in simplified English.

Study results indicated that there was a greater percentage of HILT students passing sheltered classes than the percentage of non-HILT students passing the corresponding mainstream classes. After leaving the sheltered classes, the former HILT students continued to do well according to the results of the study; overall; their passing percentage was comparable to that of non-HILT students, and, in some cases, was better.[8]

b. Language Separation Approach (LSA)

Several areas of the country are now experimenting with a new type of language program which signals a significant change of direction in the theoretical

rationale for bilingual education. Called the language separation approach (LSA), this bilingual education variant provides English-only instruction for certain content areas of the curriculum and single medium instruction in the home language for the remaining areas of the curriculum.

In San Antonio, Texas, LSA was employed experimentally from 1981 to 1984 in a Title VII demonstration project, which was jointly sponsored by the University of Texas at San Antonio and the Southwest Independent School District of San Antonio. The findings of a study of the LSA project indicated that the educational results from this approach were comparable to those in instruction in which the two languages were not separated but instead used for concurrent translation.[9]

First reports of an LSA experiment in the Los Angeles, California, schools reflect similar results. Because of the success of the experiment, the Los Angeles Board of Education has recently voted to expand the LSA program to ten additional elementary schools in that district and the Los Angeles model has been adopted by at least one other school district in Southern California.[10]

Some advantages attributed to LSA by educators who have used the approach are that it has raised scores on standardized tests, made the transition from all-Spanish classes to all-English classes easier than for students

who have been in traditional bilingual education classrooms, lessened the need for bilingual teachers, simplified curriculum and lesson planning, and eliminated the need to translate from one language to another.[11]

While it is undoubtedly too soon to consider LSA, or any other experimental approach, the wave of the future, the early success of these experiments calls for a re-examination of the learning theories generally acknowledged to form the theoretical base for the various bilingual education approaches. The selection of the most effective language learning programs possible for LEP students demands a clear understanding of the principles involved in the learning of a second language.

c. Natural Language Acquisition

One of the most promising language learning theories today is called "natural language acquisition," or, sometimes, "communicative competence." This theory, or set of theories, stresses the value of language acquisition through natural language interaction in meaningful situations rather than by language taught in the classroom in a structured manner. The interaction may take place in a myriad of school situations outside of the classroom, or in subject matter instruction in

the classroom in which the instruction is given in the language at a level that is comprehensible to the student.

In part, LSA is based on natural acquisition theory -- English is acquired through subject matter instruction at a comprehensible level -- and LSA, as well as immersion and HILT, are all bilingual education models.

d. Translation-based Instruction

In dual medium instruction, translation is the principal instructional tool. However, in some of the newer models of bilingual education, translation is strictly avoided because it is considered to be counter-productive. Dr. Stephen Krashen of the University of Southern California, a theorist who has contributed much of the theoretical base for the language separation approach, criticized translation-based instruction on a number of counts. His major criticism is that translation does not work because it keeps the student from being motivated to learn English. Beyond this, Krashen claims that translation is exhausting for the teacher and takes valuable learning time from English-speaking children in transitional bilingual classes.[12]

3. Summary

Research over the past few years has succeeded in identifying and placing in proper perspective some of the learning principles of relevance to LEP language education.

This increased knowledge of what is significant in the language learning process should be of inestimable value in creating more effective programs.

At the time, there is need for Congress to clarify the goals it has set for the education of LEPs. It is the acquisition of English language proficiency that ensures academic success in an all-English medium classroom.

There are policy questions closely related to learning theory which need to be answered in the immediate future so that effective educational programs can enable non-English speaking children to have educational and social opportunities equal to their native English-speaking schoolmates.

SECTION V: SELECTED REPORTS ON STATE OF BILINGUAL EDUCATION

The Tenth Annual Report Committee sent a letter to 10 state commissioners of education requesting their "impression of what has happened in the teaching of LEP pupils in the past decade." The states queried were California, Florida, Illinois, New York, Ohio, Pennsylvania, Rhode Island, Texas, Virginia and Washington.

The letter stated, in part, "We do not wish to burden you with intensive research, but you may wish to structure your response along the following lines:

"Number of pupils in the program, 1975, 1985 (or 1984)

"National origins of pupils served (indicate changes, if any)

"Approximate numbers of pupils in each ethnic group

"Number of full-time teachers in program: Bilingual, ESL, Others

"Approximate cost of teaching LEP's: State and local expenditures (dollar figures for 1975, 1984 or '85); percentage from Title (Chapter) 1 funds.

"Brief statements: Strength of program. Where is there need for improvement?

Excerpts from reports of states that replied follow:

<u>California</u>

"Programs for LEP students in California were of a voluntary nature until the passage of Assembly Bill 1329 in 1976. That bill provided for the identification of all language minority students, and their reporting on an annual

basis. It also provided several program options for delivering services to these students....In the last four or five years school districts have begun to systematically provide for LEP students, those special programs of instruction as provided by law....

"1. Number of LEP pupils in California

1975 233,520

1985 524,082....

"2. National Origins of pupils served:

"California collects data on LEP pupils by primary language other than English -- not according to the students' national origin. The breakdown of LEP students by language group for 1985 is as follows:

1.	Spanish	72.6%	6.	Korean	1.8%
2.	Vietnamese	5.7%	7.	Lao	1.7%
3.	Cantonese	3.6%	8.	Mandarin	1.3%
4.	Pilipino/ Tagalog	2.3%	9.	Japanese	0.7%
			10.	Portuguese	0.5%
5.	Cambodian	2.0%	11.	ALL OTHERS	7.7%

"4. Numbers of full-time teachers in program:

"Thousands of California teachers serve LEP students. Some of them hold credentials as bilingual teachers or Language Development Specialists (much like an ESL teacher in other states)....

"Data collected in 1984 indicate that approximately 93% of the demand for teachers with bilingual credentials is for teachers who can work in Spanish language settings. Of 8,687 teachers with bilingual certification in the fall of 1984, 49.6% were Hispanic, 40.2% were white, 4.8% Asian, 3.0% black, 1.9% Filipino, and 0.5% were American Indian.

"5. Approximate cost of teaching LEP students:

"LEP students are served by the full range of local, state and federal funds for which they are eligible. No separate compilation of above-base costs is available. The following table provides a summary for 1975 and 1985 for specific state allocations, and federal Title VII grants for services to LEP students.

SUPPLEMENTAL STATE AND FEDERAL FUNDS AVAILABLE TO ASSIST SCHOOLS IN PROVIDING SERVICES TO LEP STUDENTS (GRANTS TO LEAS ONLY)

Fiscal Year	State	Title VII
1976	$8.6 Million	$17.3 Million
	(33%)	(67% of combined State & Title VII monies)
	(demonstration grants only; not a service program)	
	233,000 LEP in state.	55,000 students served
	Only 69 LEAs were funded	(24% of LEP in state)
1985	$101.1 Million (84%)	$19.4 Million (16%)
	524,000 LEP	73,000 LEP (14%)
		132 projects

"...Use of funding sources for services to LEP students has not been compiled.

"Strengths of California's Efforts to Serve LEP students"

"Our state program ensures that LEP students are systematically identified and provides some additional resources to schools serving these students. It provides guidance to school districts in the use of these resources

by requiring a specific, daily focus on English language development in conjunction with academic work in English or the primary language....

"We have been fortunate to have had the assistance of Title VII funds to assist local school districts to build their capacity to serve LEP students....including options which need not use bilingual staff for selected 'Impacted Languages' where it is determined that neither staff nor training programs nor materials exist for such languages (Cambodian, Lao, Hmong, Farsi and Russian are currently designated Impacted Languages).

"Needed Improvements

"...include providing additional flexibility to school districts in the implementation of program options and parent notification of these options, and providing additional waiver possibilities for grades 7 - 12 as well as incentives for the development of bilingual teachers and language development specialists.

"We wish to strengthen the accountablity procedure to ensure that students do achieve English proficiency and academic success in English, and expect to place additional emphasis on local district evaluation practices which can improve the evaluation of services and outcomes for LEP students at the local level.

"Improvements in Title VII

"We believe that the federal Title VII program can be strengthened by setting firm application dates for grant proposals, and announcing these with sufficient time to allow for grant awards to be announced in the early summer. Only with such advance planning will school districts be able to plan for implementation of new programs....

"The current practice of allowing only 3 percent of the grant award for evaluation virtually ensures that school districts will provide little useful evaluation information for either local or national audiences.

"Rather than a decreased emphasis on teacher training, such as that recently announced by OBEMLA, we urge that additional federal funds be invested in training new staff work in programs for language minority students, and for retraining of existing school staffs....California faces an increasing population of language minority students for the balance of the 1980's and we know that we will need specially trained staff to successfully teach these students..."

James R. Smith
Deputy Superintendent
Curriculum and Instructional Leadership
California State Department of Education
Sacramento, CA

Florida

"During the past decade, bilingual education and other services to limited English proficiency (LEP) students in Florida have experienced a steady growth. Even the sudden increase of approximately 17,000 Spanish speaking students, due largely to the 1980 influx of Cuban refugees, was treated very successfully.

"...Florida is quite successful in mainstreaming significant numbers of LEP students into the regular program each year. This mainstreams each year approximately the number of students generated by growth, a process facilitated by resources available to school districts. In addition to Title VII funds, the state-funded Intensive English Program offers districts the opportunity to serve LEP students at a 1.632 cost factor.

"The increase of services to LEP students from populous districts such as Dade and Broward as well as rural and smaller districts such as Escambia and Putnam, indicated success. Thirty-six Florida districts now serve LEP students. Major state universities continue to graduate bilingual education teachers as well as teacher trainers."

Ralph D. Turlington,
Commissioner
Department of Education
State of Florida
Talahassee, Florida 32301

New York

"...The number of LEP students served by ESEA Title VII programs in New York State in 1975 was 33,917. In 1984, the latest year for which figures are currently available, the number served was 38,739....

"[In] the 1983-84 program year...students from 93 different 'other than English' language backgrounds were provided with appropriate bilingual education and/or English as a second language (ESL) services.

"The U.S. Department of Education has traditionally not permitted local educational agencies to use ESEA Title VII funds to employ classroom teachers. For this reason, there is no data available on this

"The approximate cost of teaching LEP students varies throughout the State and is influenced by such factors as a local educational agency's negotiated agreements with professional and other staff, the type of program provided to the student, etc.....In 1975, the New York State Legislature appropriated $1.96 million in bilingual categorical funds, continuing the same appropriation each year through 1984. For 1985, the Legislature has appropriated $3 million.

"...in 1982, the Legislature initiated State Limited English Proficiency Aid as part of the State aid package. During the first year, the weighting was .05 for each eligible LEP student in an approved program. As a result, $4.8 million was subsequently distributed to local educa-

tional agencies. In 1984, this weighting was doubled to .10. In 1985, it was increased to .12. We project that local educational agencies with approved programs will generate approximately $13 million annually in additional aid.

"The amount of ESEA Title VII funding received in New York State in 1984 was $17,384,955. The amount of ECIA Chapter I funds provided to programs for LEP students was $33,878,753. As local expenditure figures for LEP students are not available, it is not possible to provide percentages.

"The programs for LEP students in New York State continue to improve each year. Reasons for this include:

° the fact that standards for programs have been established through the development of both Commissioner's Regulations Part 154 (apportionment for pupils with limited English proficiency) and State Education Law 3204 (the education of students of limited English proficiency).

° the fact that certification for teachers of LEP students has been established through the development of Commissioner's Regulations Part 80.9 (bilingual education) and 80.10 (English as a second language).

° the fact that teachers of LEP students, and local educational agencies which employ them, continue to build on past experience and ongoing training.

"We continue our efforts to improve our programs. The areas of greatest need in our State are:

° a need to increase the number of trained bilingual teachers and other bilingual professionals available for employment.

° a need to increase the level of State and Federal funding, e.g., every year 50% of the applications for ESEA Title VII funding from New York State School Districts are rejected due to insufficient funds.

° a need to increase the level of resources to ensure that the special needs of more recently arrived groups are met while continuing to meet the need of all LEP students...."

Gordon M. Ambach
Commissioner of Education
New York State Education Department
Albany, New York

Virginia

"....We have not costed out a dollar amount for the instruction of LEP students. All of the financial support is a combination of state and local money, and that figure would be the same for a LEP student as it is for an English-speaking student. We have used Title VII funds, an amount ranging each year from $5,000 to 20,000, to provide a conference and other technical assistance for those people working with ESL and Bilingual Education in Virginia.

"Regarding the strengths of the program in Virginia, I would single out the diversity of local approaches in meeting the needs of the students. Diversity of local circumstances usually determines this, and we have had every approach from itinerant teachers who move from school to school to work with individual students all the way to highly sophisticated bilingual education centers for students of different ages, including adults. I would also say that the various localities in the state work together effectively in helping each other benefit from the various kinds of experience that abound here."

Callie P. Shingleton
Assistant Superintendent for
Curriculum and Instruction
Department of Education
Commonwealth of Virginia
Richmond, Virginia

Washington

"...Bilingual Education in the State of Washington has changed dramatically since 1975. The changes have been mainly in two areas: First, the population of LEP children has grown enormously, and second, the treatment and services provided LEP children have been refined and are now much more focused than before.

"In 1975 the state had no specific state- funded bilingual program, although some state funds were available under a compensatory program that existed at the time. About 1976 the first wave of Southeast Asian refugees began to arrive and the number increased steadily until Washington State now has the 3rd largest total Southeast Asian refugee population. During all the years from 1975, the 'regular' LEP population was also increasing so that the limited English proficient student population is far larger than at any time in the state's history. The brief chart below will be helpful in depicting the general trend in minority enrollments:

	1970	1984	
"Asian	10,784	33,965	1.3% to 4.58% of total school population
"Hispanic	14,982	28,632	1.8% to 3.68% of total school population

"There are currently 11,638 students enrolled in bilingual programs in 110 school districts.

"National Origins

Approximately 51% of the LEP students served are of Asian origin, with 49% of Hispanic origin. The only change is in the increase of Asian students attributable to the refugee situation. Prior to the arrival of Indochinese refugees, students of Hispanic background comprised the largest group of LEP students receiving services.

"Number of pupils served by ethnic group

Hispanic	5540	-	40.0% (LEP)
Cambodian	2036	-	14.7% (of LEP)
Vietnamese	1888	-	13.6% (of LEP)
LAO	924	-	6.7% (of LEP)
Chinese Languages	882	-	6.4% (of LEP)
Korean	824	-	5.9% (of LEP)
Phillipine Languages	400	-	2.9% (of LEP)
Japanese	272	-	2.0% (of LEP)
Mien	181	-	1.3% (of LEP)
Hmong	165	-	1.2% (of LEP)
Middle Eastern	153	-	1.1% (of LEP)
Samoan	67	-	0.5% (of LEP)
Other	525	-	3.8% (of LEP)
Total	13,857		

"NOTE: This total is a duplicate count. It includes all children served in bilingual programs during 1984-1985 regardless of whether they left the program or not....

"Teachers

"...there are 510 certificated teachers and 482 non-certificated (aides) teachers who work in bilingual/ESL programs. Many are not full time in the programs. We have more ESL programs than bilingual, but no exact statistics are available at present.

"Cost

"The average extra cost of providing specialized services to LEP students as estimated by school districts is around $700.00 per child. This is a highly subjective estimate and many variations exist. The largest districts report extra costs in the vicinity of $1,500 per child.

"This state appropriates approximately $2.5 million every biennium for a state-funded bilingual/ESL program. This program serves 12,000 students in 110 school districts currently. Title VII has provided between $1.5 and $2.0 million over the past few years. This amount funds programs in 8-10 school districts.

"Comments

"The strength of the Washington State Bilingual/ESL Program is the commitment of the State Legislature to providing assistance to students who come from homes where English is not the primary language, and whose English language skills are deficient. This commitment has resulted in a flexible program which provides just under $400.00 for every eligible LEP child each year.

"A definite weak area is the small -- sometimes rural -- school enrolling small numbers of LEP students. Many of these programs are run by persons with no training or background in bilingual ed. or ESL, and the number of students is so small that not much money is generated, even from multiple sources. We have made a special project of

these programs for the current year and are giving them much more direct technical assistance, workshops, special training, etc.

"Title VII has been the nucleus -- the beginning -- of all bilingual activity in this state....

"In this agency we are deeply disturbed by the careless --capricious -- statements appearing on the national scene suggesting that Title VII has been a failure. We can prove that this is not so, and we deplore the impression left in many minds that support of programs for limited English proficient students has been a waste of money. Very few people -- including our state legislators --understand the technical distinction between bilingual education and ESL. The tendency is to conclude that all such programs are unnecessary, even those that do not use the child's language for instruction.

"In this state we support flexibility in programs. We helped to pass the Alternative Instruction section in the Reauthorized Act. But we most certainly do not intend to imply that bilingual programs 'do not work.' We know they do, although they may not be appropriate in all situations. We hope the Advisory Council can make a few rational statements publicly which might help to reduce the posturing and mythology which seems to surround any discussion of bilingual education."

Keith Crosbie, Coordinator
Bilingual Education and
Foreign Languages

SECTION VI: MORE SERVICE FOR A SPECIAL POPULATION -- ASIAN AMERICANS

The fastest growing minority in the United States is the Asian-Americans. Their number in 1980 was 147 percent higher than in 1970. The present Asian-American population in the nation is 5.1 million (San Francisco Chronicle, Oct. 10, 1985).

More than two-thirds of the Asian-American population speak an Asian tongue at home. Over one-third (36 percent) reside in California. According to a census conducted by the California State Department of Education, more than half of Asian students in California public schools are limited-English proficient. They are concentrated in the San Francisco Bay area, the Los Angeles metropolitan area and San Diego county.

Asian parents place high value on education. It is a priority with them. They work hard, are self-sufficient and receive less funding money, based on their numbers, than other minority groups. The only government assistance they demand is equal educational opportunity for their LEP offspring, whose future is very important to them. The need for English instruction tailored to the newly arriving Asian immigrant children is urgent.

The cultural diversity of Asian-Americans has been a challenge to bilingual programs. Unlike Hispanics, Asian-Americans include groups with distinctly different languages. Unfortunately, few services have been provided to Asian LEP students in the schools. Deficiencies include

curriculums, instructional materials, and trained bilingual/ESL teachers who are understanding of the emotional problems and cultural heritages of Asian immigrant children.

Although the number of Asian LEP students is increasing, the need for transitional language training has not been demonstrated in any of the 16 federally-funded Multifunctional Resource Centers (MFC). They have the major responsibility for providing technical assistance to SEAs and LEAs for Asian language groups dispersed throughout the United States. MFCs are supposed to train teachers, administrators, and other school support staff, on methods and approaches for implementing programs, including alternative methods that best meet the unique cultural and linguistic needs of Asian LEP students. Asian personnel are underrepresented in MFCs. There are only three full-time staff people. There are no full-time Asian staff in the San Francisco-Oakland area, where over 20 percent of the student body is Asian.

Asian languages are different from Indo-European languages and require specially trained teachers and well-developed instructional materials. The shortage of Asian bilingual teachers is compounded by the linguistic diversity of the Asian population. The development of instructional materials is limited by the lack of market for commercial publishers.

A majority of Asian-American children are foreign born. Their achievement test scores are lower than the average white students and are related to length of residence in the United States. Those who have lived in the United States for five or fewer years scored substantially lower than white students in both science and verbal skills. Recent immigrants made much less progress in their verbal scores during a two-year period, compared to white and other Asian children who have resided in the U.S. for more than ten years.[13]

Evidently, recent Asian-American immigrant students need special language instruction to remedy the inadequate or inappropriate assistance they are receiving. In general, the academic achievement of many Asian students at all levels -- primary and secondary -- is adversely affected by language problems. As a result, their options for study and career preparation have been restricted and jeopardized.

SECTION VII: PUBLIC OUTREACH: REGIONAL HEARINGS

The Council holds public hearings to assist in determining the needs for programs that will advance fluency in English for LEP students. During 1985, public hearings were held in eight cities --Boston, Philadelphia, Seattle, Chicago, Detroit, San Juan, El Paso and Houston.

There follows a brief synopsis of recommendations made by persons testifying at the hearings. Audio tapes of the hearings, except for the Boston hearing, are available at OBEMLA.

Boston, Nov. 14, 1985

1. Of 35 witnesses heard, 10 voiced a positive attitude towards ESL and different alternatives, 22 strongly endorsed TBE, 3 were neutral.

2. ESL students are encouraged to maintain their cultural identities and to enroll in upper level language classes to maintain their bilingualism.

3. Proponents of TBE cite problems in finding qualified native language teachers. There are not enough certified teachers in the area to serve all the language groups.

4. The dropout rate is a sensitive measure of success of the TBE program. TBE proponents point to the great increase in the number of LEP students finishing high school as a positive aspect of TBE programs.

5. Proponents of TBE want the 4½ percent cap on alternative methods of instruction, as provided in the Bilingual Education Act of 1984 to be retained. ESL proponents want the cap removed.

6. Several witnesses advocated better teacher training programs for both bilingual and ESL staff and for more attention to be given to the assessment of LEP students with special needs.

7. The only taxpayer identifying himself as such strongly endorsed ESL only instruction and objected to TBE because students in that program were not learning English well.

8. The business community has become involved with the personal and professional problems to address those needs.

9. The Superintendent of the Hartford Public Schools stated that NACCBE members should be advocates of transitional bilingual education (TBE), and if they were not 100 percent in favor of bilingual education, they should resign.

Philadelphia, Nov. 15, 1985

1. Navajos need bilingual education because of their isolation. Children who get a mix of both Navajo and English are not getting good at either. The Navajo language is essential if the cultural identity of Navajos is to be preserved.

2. Spanish-speaking children who return to Puerto Rico are losing academic ground.

3. The Hispanic dropout rate, compared with whites or blacks, is high.

4. There is a need for more fully tr ned bilingual education teachers, not Spanish-speaking s bstitute teachers. There is also a need for better techniques in diagnosing language problems.

5. The question of whether high school graduation requirements should make provision for LEPs was raised.

6. Dissatisfaction with the rate at which children are exiting from bilingual education programs was expressed.

7. There is a need for stressing native culture for children's self-image.

8. Non-Hispanics, who enroll in ESL, learn English in one to two years and no longer need even ESL to keep up academically. Parochial school students, who are taught in English only, are academic achievers.

9. The business community is beginning to become involved in trying to help LEPs succeed in getting and holding jobs.

Seattle, Nov. 18, 1985

1. While only 11 individuals made presentations to the Council, several common intentions and requests arose out of the testimony.

2. There is a need for flexibility of instructional methodology.

3. There is a need for special services and programs for LEPs. Some districts expect to double their LEP population over the next five years. Others cited a sudden influx of recent immigrants who speak languages for which the district is unprepared.

4. The dropout rate among secondary school students is alarming. A significant number of these are LEPs. There is a serious need to address the dropout problem.

5. There is a great need for more realistic training of teachers of LEPs.

6. More emphasis on parental participation is needed.

Chicago, Nov. 21, 1985

1. There is a lack of bilingual materials for Asian children and a need for programs to serve them.

2. The need for bilingual teachers and teacher aides is so great that Chicago had to seek Hispanic bilingual teachers in Puerto Rico.

3 Illinois is not receiving a fair share of Title VII funds. More funds should be channeled into the preparation of bilingual teachers. Funds might also be used for initiating effective teacher-training programs.

4. ESL has been very successful in many cases. This method and other alternative programs should be funded and implemented.

Detroit, Nov. 22, 1985

1. There is a remarkable diversity of linguistic and cultural groups in today's Michigan schools. Considerable flexibility in methodology has been permitted from school to school and district to district across the state.

2. While under Michigan law the home language of the LEP student must be used in instruction, this can be reduced to only 5 percent of the instructional time, depending on the situation.

3. There is some confusion about the intent of Congress that Title VII funding be used for capacity building. Witnesses referred to the need in various school districts for Title VII funds to help relieve local and state burdens in financing bilingual education programs, or for funding above the present level to establish programs not directly related to the learning of English by LEP children.

4. One successful language learner -- a student --told the panel: "The most important thing that helped me was communicating with different people from other countries." She said, "The ESL classes opened my eyes to a world of learning and I was lucky to do so well and to get ahead like I did."

5. A teacher testified, "Most of these students do want to learn English and many do pick it up in the gym area, the cafeteria, or on their way to and from school....I have seen some students who need to speak their native

language, Chaldean or Arabic, in class once in a while. The native language is allowed to be spoken only when students need help with a question or need a clarification of something that is taught in a lesson....Most students find that depending too heavily on their native language may hinder or delay their progress in English....From my observation, the students appear to feel at home and comfortable in their ESL classes by virtue of association and familiarity and having that common goal of learning English together."

6. There is a need for special programs in vocational education for LEP students at the secondary level.

Puerto Rico, Dec. 6, 1985

1. Puerto Rican students who never leave the island follow a curriculum totally in Spanish with the exception of one hour of English a day. If they go on to college, there is general consternation when they find that textbooks are in English and they are too difficult for them to use. There was a cry for help by the federal government to vitalize the English curriculum in the lower schools.

2. Students who are born on the mainland and move to the island suffer an incredible handicap. In Puerto Rico they are immersed in Spanish. They achieve "A's" in the one-hour English class, but they work in texts that are five grades below their level. When it comes time to take Scholastic Aptitude Tests they have difficulty taking them in either language. These students are more or less fluent

in English and Spanish for everyday communication, but do not have the level of proficiency to succeed in academic subjects.

3. There is a consensus among parents that the public schools are not meeting the needs of their children. The private schools are of little help, because the all-English curriculum is beyond the ability of the children who transfer from the public schools.

4. There is a need for Federal help to resolve the problem of children who are taught in Spanish in the public schools and later must cope with an English medium of instruction in college. For those who do not go to college, they find that the mastery of English is a prerequsite to holding a job.

<u>El Paso</u>, Dec. 12, 1985

1. In Texas, there is a new pre-kindergarten program for four-year-olds and a pre-school summer program with the goal of making the transition to English as early as possible.

2. Bilingual education is not mandated in Oklahoma. Title VII funds have been used to serve Asians, Choctaw, Seminole-Creek, Cherokee, Spanish and various others. There is a need for more community organizations.

3. There is a lack of qualified bilingual education teachers in Arizona. Tucson schools serve some 50 language groups, the largest being English, Spanish and Yaqui. The Spanish-speaking population, currently about 10,200 stu-

dents, is growing by about 2,000 a year, as opposed to about 100 per year for all other language groups. Much of the funding is now from local school district funds.

4. In Texas, LEPs are placed inappropriately in special education classes. There is a need for appropriate assessment procedures for LEPs and for special education teacher-training programs.

5. In Ogden, Utah, there are about 50 different language groups, largely because of the Mormon missionary system and the Hill Air Force Base. Bilingual education is not mandated in Utah, but there is a wide selection of certified teachers and educational aides attributed to the aforementioned special factors.

6. New Mexico called for teacher-training programs, especially in the area of Native-American populations. There is a desire for bilingual education programs to be designed and administered on a local basis.

Houston, Dec. 13, 1985

1. Business has become involved in helping LEPs to learn English. Volunteers from the business community are teaching LEPs, about 70 percent of whom are Hispanic.

2. Asian-ethnic students are either doing exceptionally well or very poorly in school. Programs that allow only one hour of instruction in English are unsatisfactory. Ineffective programs are responsible for the dropout problem.

3. If Asian students are to be helped, it will be necessary to obtain assistance from Asian organizations and Asian community leaders. Transitional bilingual education is the answer.

4. One Asian-American, contrary to most witnesses, advocates intensive ESL programs over bilingual education. "For Asians, bilingual education doesn't work," she said. She proposes that Asian-Pacific-Americans be put in intensive ESL for the majority of their class time with the remainder spent in math and reading. Once the students are proficient in English they can "pursue other curriculum with...confidence."

5. Despite massive efforts at recruitment, the Houston Independent School District has a continuing short-fall of appropriately trained bilingual education teachers to meet the needs of a growing population of LEPs.

6. Local school districts need to support Asian parents' efforts to preserve their own language and cultural heritages by the reduction in classroom rent.

SECTION VIII: RECOMMENDATIONS

1. **Remove the 4% cap on alternative instructional methods.**

We recommend that there be greater stress on special alternative instructional methods, rather than continued heavy emphasis on transitional bilingual education.

We have noted the severe stricture placed on alternatives by the requirement in the Bilingual Education Act of 1984 (P.L. 98-511) that only 4 percent of the nation's budget for bilingual education be used for alternative approaches not using the native languages of the students. This ratio can be altered only by the Congress.

2. **Allow decisions on methodology at the local level.**

We have gleaned from regional hearings and exchanges at our NACCBE meetings that decisions on methodology can best be made at the local level. This is consistent with the tradition in American education that reposes decision-making in curriculum matters with the state and local people.

We are aware that state and local authorities may elect to continue emphasis on bilingual education, rather than attempt alternatives. It is NACCBE's hope that experience in the field will make for a better balance in methodology.

While the Council strongly supports giving local educators decision-making powers on methodology, we insist that special needs of limited-English proficient students be met to ensure equality of educational opportunities.

3. Increase funding for limited-English proficient students.

The increase in the number of LEPs requires increased funding for OBEMLA if the needs of these new Americans are to be met.

4. Seek better methods of identifying special needs.

We call upon the Secretary of Education to fund research projects on better methods of identifying bilingual students with special needs and training for professional staff to work with these children. While bilingual students are entitled to all forms of compensatory education that are available to their native English-speaking classmates, they should not be placed inappropriately in special education classes.

5. Seek to reduce high dropout rate in secondary schools.

We call upon the Secretary of Education to address the pressing needs of secondary school students whose dropout rate is excessive. The dropout rate of LEPs is higher than that of the general secondary school population.

6. Increase research efforts.

We call upon the Secretary of Education to increase the number of projects given to research and evaluation of language learning and language teaching theory.

7. Improve teacher training.

We call upon the Secretary of Education to promote better teacher training for bilingual, ESL and mainstream teachers, as well as special education teachers. The latter two categories of teachers are encountering LEPs in larger numbers.

8. Avoid improper placement of LEPs in special education classes.

Unfortunately, many educators assess needs of limited English proficient students inappropriately. In many cases, such students are coded as special education students through ignorance of their needs, or for reasons of expediency. Bilingual education programming provides equality of opportunity for non-English or limited-English speaking children under compensatory education laws; but, such children, with some exceptions, as in the general population, should not be placed in special education. We call upon the Secretary of Education to use his office to help prevent inappropriate placement of children in special education programs.

APPENDIX A. ACRONYMS AND ABBREVIATIONS

AR	Annual Report
ECIA	Education Consolidation and Improvement Act
ESEA	Elementary and Secondary Education Act
ESL	English-as-a-Second Language
HILT	High Intensity English Language Training
LEA	Local Education Agency
LEP	Limited-English Proficiency
LM	Language Minority
LSA	Language Separation Approach
MRC	Multifunctional Resource Center
NAACBE	National Advisory and Coordinating Council on Bilingual Education
OBEMLA	Office of Bilingual Education and Minority Language Affairs
SEA	State Education Agency
TBE	Transitional Bilingual Education

APPENDIX B. DEFINITIONS

Capacity Building. The commitment of school districts and other entities receiving a federal grant to sustain a program of bilingual education at the elementary and secondary level on a regular basis when federal funding is reduced or no longer available.

Developmental Bilingual Education. Development programs are full-time instructional programs of English and second language instruction designed to help children achieve competence in English and a second language. Classes, where possible, include approximately equal numbers of native English speakers and those LEP students whose native language is the second language of instruction and study.

English-as-a-Second Language. ESL is a specialized approach for the teaching of English language skills: listening, comprehension, speaking, reading and writing. This methodology may be used to instruct students from various language backgrounds at the same time, in the same classroom. Teachers' instructions are given only in English. Teachers need not be bilingual. ESL employs a special curriculum to teach language for both social uses and for academic achievement.

Immersion. In this language-learning methodology students

are placed in an environment where English is the language of instruction. A special curriculum is used for teaching of concepts in the content area. The immersion teacher understands the non-English language, and students. Teachers respond in English, but may occasionally use the home language to clarify instruction. The theory proposes that language lessons are based on academic content and social situations, therefore allowed both content and language learning to go forward simultaneoulsy

Part B Research. Under Part B of Title VII of the Elementary and Secondary Education Act, as amended, the Department of Education spends $4 to $5 million each year on research and evaluation directly procured by the government.

Title VII. This part of the Elementary and Secondary Education Act of 1965, as amended by Pub. l. 98-511, 20 U.S.C. 3221-3262, details the federal role in providing funding of bilingual education programs for limited-English proficient students. The decision to implement a bilingual education program is at the discretion of the local education agencies (LEAS).

Transitional Bilingual Education (TBE). It is defined in the Bilingual Education Act of 1984, Section 703 (a) (4) (A) to mean: "a program of instruction, designed for children of limited-English proficiency in elementary or secondary

schools, which provides, with respect to the years of study to which such program is applicable, structured English language instruction, and, to the extent necessary to allow a child to achieve competence in the English language, instruction in the child's native language. Such instruction shall, to the extent necessary, be in all courses or subjects of study which will allow a child to meet grade-promotion and graduation standards."

APPENDIX C

U.S. Department of EDUCATION BUDGET for BILINGUAL EDUCATION

FY 1985

GRANTS to SCHOOL DISTRICTS	$99,230,000
TRAINING GRANTS	28,500,000
SUPPORT SERVICES	11,535,000
VOCATIONAL TRAINING	3,686,000
EMERGENCY IMMIGRANT EDUCATION	30,000,000
TOTAL, BILINGUAL EDUCATION	$172,951,000

FY 1986

GRANTS to SCHOOL DISTRICTS	$95,099,000
TRAINING GRANTS	33,566,000
SUPPORT SERVICES	10,600,000
VOCATIONAL TRAINING	3,686,000
EMERGENCY IMMIGRANT EDUCATION	30,000,000
TOTAL, BILINGUAL EDUCATION	$172,951,000

APPENDIX D. OBEMLA 1985 AWARDS

	Number of Awards	Number of Proposals Received	Total Funds for Awards
Transitional Bilingual Education	538	751	76,843,399
Developmental Bilingual Education	2	11	242,126
Special Alternative	35	104	5,267,092
Academic Excellence	37	38	6,166,784
Family English Literary	4	50	496,534
Special Populations	27	85	3,428,848

Program Components	Number of Awards	Amount
State Programs	49	$ 5,000,000
Evaluation Assistance Centers	1	$ 500,000
Multifunctional Resource Centers	16	$10,000,000
National Clearinghouse for Bilingual Education	1	$ 1,200,000
Research Program	19	$ 3,600,000
Materials Development Program	2	$ 250,000

	1985 Actual
Training	$22,993,740

IHE graduate/undergraduate	15,965,000
Number of programs	148
Fellowships	5,000,000
Number of fellows	514
Number of projects	38
Grants to schools of education	$ 200,000
Number of programs	8
Training institutes	$2,400,000
Number of programs	12

Source: OBEMLA

APPENDIX E

LANGUAGE CHARACTERISTICS OF THE U. S. POPULATION
BY STATES, AND AGE, 1960

States	Total Population 5 to 17 Years	Speak a Language Other Than English at Home		Total Population 18 Years and Over	Speak a Language Other Than English at Home	
		#	%		#	%
United States	47,481,234	4,329,998	9.5	103,753,317	18,444,312	11.3
Alabama	870,378	13,859	1.6	2,727,339	53,257	2.0
Alaska	91,746	9,126	9.9	271,858	34,234	12.6
Arizona	383,241	126,223	21.7	1,923,227	366,946	19.1
Arkansas	495,841	8,814	1.6	1,615,918	29,718	1.8
California	4,677,193	1,058,138	22.6	17,282,568	3,877,278	22.4
Colorado	399,884	49,899	8.3	2,874,893	236,832	11.4
Connecticut	643,543	68,984	10.7	2,278,775	346,498	15.2
Delaware	125,115	6,844	4.8	427,982	25,759	6.8
District of Columbia	186,467	6,695	6.1	495,187	43,996	8.7
Florida	1,793,118	284,854	11.4	7,384,858	999,449	13.5
Georgia	1,228,618	28,261	2.3	3,819,462	104,564	2.7
Hawaii	198,254	28,583	14.4	688,683	190,346	28.8
Idaho	213,891	8,899	4.1	636,513	36,853	5.7
Illinois	2,394,669	239,186	10.0	8,189,363	1,611,878	12.3
Indiana	1,182,892	50,748	4.3	3,889,866	191,833	4.9
Iowa	683,877	14,638	2.3	2,889,138	78,898	3.4
Kansas	667,864	15,812	3.4	1,719,117	88,316	5.2
Kentucky	796,427	14,252	1.8	2,581,813	47,571	1.8
Louisiana	946,116	46,211	4.8	2,877,751	338,296	11.5
Maine	343,418	13,758	5.3	883,589	104,734	13.3
Maryland	897,679	43,834	4.9	3,847,156	261,237	6.6
Massachusetts	1,846,767	99,958	8.7	4,283,789	600,538	14.1
Michigan	2,057,161	80,826	3.9	6,519,673	496,856	7.6
Minnesota	868,319	23,106	2.7	2,902,679	184,513	6.4
Mississippi	894,967	9,776	1.6	1,718,383	36,514	2.1
Missouri	1,811,896	23,889	2.4	3,381,399	116,476	3.3
Montana	166,686	6,172	3.7	555,684	33,323	6.0
Nebraska	334,641	10,497	3.2	1,222,458	59,969	5.3
Nevada	159,826	11,095	6.9	584,512	59,184	10.1
New Hampshire	196,435	9,488	4.8	662,616	78,685	11.9
New Jersey	1,936,114	300,390	13.1	5,373,518	863,643	16.4
New Mexico	381,696	113,342	37.6	886,448	340,218	38.4
New York	3,880,426	893,764	16.5	12,822,162	2,572,879	20.1
North Carolina	1,257,515	29,434	2.3	4,229,441	118,276	2.8
North Dakota	138,895	4,136	3.0	463,296	65,128	14.1
Ohio	2,293,862	76,753	3.3	7,716,132	421,875	5.6
Oklahoma	623,591	19,836	3.8	2,168,563	85,184	3.9
Oregon	533,482	24,121	4.6	1,911,581	111,132	5.8
Pennsylvania	2,391,477	188,482	4.5	8,728,286	633,863	7.6
Rhode Island	186,863	19,814	10.7	783,818	127,458	16.1
South Carolina	787,518	13,483	3.2	2,176,822	56,188	2.6
South Dakota	146,466	5,189	3.8	485,877	38,828	8.8
Tennessee	975,842	15,885	1.6	3,298,823	59,742	1.8
Texas	3,121,868	821,976	26.3	9,939,468	2,678,833	28.9
Utah	349,8454	21,263	6.1	931,287	73,353	8.0
Vermont	189,131	6,184	3.8	366,333	28,361	7.7
Virginia	1,133,898	44,338	3.9	3,832,457	176,468	4.6
Washington	831,936	40,897	4.8	2,993,744	212,381	7.1
West Virginia	414,125	6,642	1.6	1,398,864	35,252	2.5
Wisconsin	1,821,855	32,911	3.2	3,137,628	209,326	6.3
Wyoming	181,898	3,328	3.5	323,684	22,294	6.9

SOURCE: Provisional Estimates, 1960 Census, U.S. Bureau of the Census

APPENDIX F

-- ESTIMATED NUMBERS AND PERCENTAGES OF HOME SPEAKERS OF SPANISH, AGED THREE AND OLDER, BY STATE: UNITED STATES, 1980

State	Number	% of Total Population
All states	11,569,000	5.3
California	3,270,000	14.5
Texas	2,905,000	19.2
New York	1,453,000	8.4
Florida	887,000	8.8
Illinois	524,000	4.8
New Jersey	431,000	6.1
New Mexico	362,000	29.4
Arizona	343,000	13.3
Colorado	184,000	6.7
Pennsylvania	160,000	1.3
Massachusetts	114,000	2.1
Connecticut	100,000	3.6
Michigan	107,000	1.2
Ohio	101,000	1.8
Washington	82,000	2.1
Indiana	71,000	1.4
Virginia	66,000	1.3
Maryland	57,000	1.4
Louisiana	52,000	1.3
Wisconsin	49,000	1.1
Georgia	49,000	0.9
North Carolina	44,000	0.8
Oregon	43,000	1.7
Oklahoma	42,000	1.5
Kansas	42,000	1.8
Missouri	38,000	0.8
Utah	37,000	2.8
Nevada	36,000	4.7
Idaho	30,000	3.2
Tennessee	27,000	0.6
Alabama	23,000	0.6
Minnesota	23,000	0.6
South Carolina	23,000	0.8
Iowa	21,000	0.8
District of Columbia	19,000	3.1
Kentucky	18,000	0.5
Nebraska	18,000	1.2
Mississippi	15,000	0.6
Wyoming	15,000	3.4
Arkansas	14,000	0.6
Rhode Island	12,000	1.4
Hawaii	12,000	1.3
Delaware	8,000	1.5
West Virginia	8,000	0.4
Montana	7,000	0.8
Alaska	5,000	1.4
New Hampshire	4,000	0.5
North Dakota	3,000	0.5
South Dakota	3,000	0.5
Maine	3,000	0.3
Vermont	2,000	0.4

* Less than an estimated 0.1 of a percent.

SOURCE: 1980 Census, U.S. Bureau of the Census, 1982.

APPENDIX G. NACCBE BUDGETS 1983-85

	ACTUAL EXPENSES 1982-1983	ACTUAL EXPENSES 1983-1984	ACTUAL EXPENSES 1984-1985
Travel & Per Diem	$61,946.77	$47,410.22	$32,079.95
Honorarium	25,275.60	25,660.05	20,859.13
Telephone, Taxi, Express Mail	34.95	721.45	278.67
CONTRACTS			
-Court Reports	5,032.33	2,737.35	4,606.59
-Annual Reports	9,227.00	8,900.00	-0-
-Conference Room Rental	50.00	550.00	69.85
-Tape Recorder	-0-	445.00	-0-
Supplies	275.61	227.98	406.69
Field Readers	690.00	230.00	-0-
Printing	-0-	-0-	2,100.00
Total	$102,532.36	$86,892.05	$60,400.88

APPENDIX H

UNITED STATES DEPARTMENT OF EDUCATION

THE SECRETARY

CHARTER

National Advisory and Coordinating Council on Bilingual Education

Authority

This Council is authorized by Section 752 of the Bilingual Education Act, as amended (20 U.S.C. 3262). It is governed by the provisions of Part D of the General Education Provisions Act (20 U.S.C. 1233 et seq.) and the Federal Advisory Committee Act (5 U.S.C. Appendix 2), which set forth standards for the formation and use of advisory committees.

Purpose and Functions

The Council advises the Secretary of Education and the Director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) in the preparation of general regulations and on policy matters arising in the administration and operation of the Bilingual Education Act, including the development of criteria for approval of applications and plans under the Act, and the administration and operation of other programs for persons of limited English proficiency. The Secretary consults with the Council on (1) regulations under Sections 703 (b)(1) and 733 of the Act; (2) the implementation of the responsibilities of the Secretary relating to research and development under Section 735 of the Act; and (3) the Secretary's report on the condition of bilingual education under Section 751 (c) of the Act. The Director of the National Institute of Education (NIE) consults with the Director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA) and the Council pursuant to Section 736 of the Act. The Council prepares and, not later than March 31 of each year, submits a report to the Congress and the President on the condition of bilingual education in the Nation and on the administration and operation of the Act, including those items specified in Section 751(c) of the Act, and the administration and operation of other programs for persons of limited English proficiency.

APPENDIX H

Structure

The Council is composed of 20 members, appointed by the Secretary, one of whom the Secretary designates as Chairperson. Members of the Council are persons experienced in dealing with the educational problems of children and other persons who are of limited English proficiency. Five members of the Council are State directors of bilingual education programs, at least three of whom represent States with large populations of limited English proficient students. Two members of the Council are experienced in research on bilingual education or evaluation of bilingual education programs. One member of the Council is experienced in research on methods of alternative instruction for language minority students or evaluation of alternative methods of instruction for such students. One member of the Council is a classroom teacher of demonstrated teaching abilities using bilingual methods and techniques. One member of the Council is a classroom teacher of demonstrated teaching abilities using alternative instructional methods and techniques. One member of the Council is experienced in the training of teachers for programs of bilingual education. One member of the Council is experienced in the training of teachers for programs of alternative instruction. Two members of the Council are parents of students whose language is other than English, and one member of the Council is an officer of a professional organization representing bilingual education personnel. The members of the Council are appointed in such a way as to be generally representative of the significant segments of the population of persons of limited English proficiency and the geographic areas in which they reside.

Members are invited to serve for staggered three-year terms, subject to renewal of the Council by appropriate action prior to its expiration.

The Council may establish committees composed exclusively of members of the parent Council. Each committee complies with the requirements of applicable statutes and regulations. Each committee presents to the Council its preliminary findings and recommendations for subsequent action by the full Council. Timely notification of each committee establishment and any change therein, including its charge, membership, and frequency of meetings is made in writing to the Committee Management Officer. All committees act under the policies established by the Council as a whole.

Management and staff services are provided by the Director of OBEMLA who serves as the Designated Federal Official to the Council. The Secretary procures temporary and intermittent services of such personnel as are necessary for the conduct of the functions of the Council, in accordance with Section 445 of the General Education Provisions Act, and makes available to the Council such staff, information, and other assistance as it may require to carry out its activities effectively.

Meetings

Council meetings are held not less than four times each year at the call of the Chairperson, with the advance approval of the Secretary or the Designated Federal Official who approves the agenda and is present at all meetings.

Committees meet at the call of the Chairperson, with the concurrence of the Council Chairperson and advance approval of the Designated Federal Official . Committees generally meet in conjunction with the Council, but they may meet approximately one additional time per year.

Meetings are open to the public except as determined otherwise by the Under Secretary in accordance with Section 10 (d) of the Federal Advisory Committee Act. Notice of all meetings is given to the public.

Meetings are conducted, and records of the proceeding kept, in accordance with applicable laws and regulations.

Estimated Annual Cost

Members who are not full time Federal employees are paid at the rate of $100 per day, plus per diem and travel expenses, in accordance with Federal Travel Regulations. Estimate of annual cost for operating the Council, including compensation and travel expenses for members but excluding staff support is $130,000. Estimate of annual person-years of staff support is 1.5, at an estimated annual cost of $38,000.

Reports

In accordance with Section 752(c) of the Bilingual Education Act, the Council prepares and submits not later than March 31 of each year a report to the Congress, and the President, on the condition of bilingual education in the Nation and on the administration and operation of the Act, including those items specified in Section 751(c), and the administration and operation of other programs for persons of limited English proficiency. A copy of this report is sent to the Secretary.

In accordance with Section 443(a)(2) of the General Education Provisions Act, the Council submits an annual report to Congress not later than March 31 each year. This report contains, at a minimum, a list of members and their business addressess, the dates and places of Council meetings, the functions of the Council, and a summary of the Council's activities, findings, and recommendations made during the year. Such report is submitted with the Secretary's annual report to Congress.

Copies of all reports by the Council are provided to the Committee Management Officer and the Designated Federal Official to the Council.

Termination Date

Subject to Section 448(b) of the General Education Provisions Act and unless renewed by appropriate action prior to its expiration, the National Advisory and Coordinating Council on Bilingual Education continues to exist until October 1, 1988. This Charter expires two years from the date of filing.

The duration of this committee, within the meaning of Section 14 (a) of the Federal Advisory Committee Act (FACA), is provided by its enabling legislation. The committee is hereby rechartered in accordance with Section 14 (b)(2) of FACA.

APPROVED:

3/14/85
Date

Secretary

Filing Date: MAR 14 1985

APPENDIX I. PERSONAL VIEWS OF NACCBE MEMBERS

The following views are personal and not the opinion of the Council.

1. A View from Alexandria, Va.

Graduates of English-as-a-Second Language (ESL) programs are put into regular English and other classes at the appropriate level of difficulty as soon as they understand English well enough in the estimation of the ESL teacher and the student. Some are placed in both regular English and ESL classes concurrently; the students are very anxious to be mainstreamed. Although proud to be in the regular classes, many foreign students are reluctant to speak because they are afraid of making mistakes. The majority of these conscientious high school students do all the homework assignments regularly, including the essays, despite holding jobs. As a group, the orientals are the most diligent; it is not unusual for them to spend three to four hours daily on English alone.

The Afghans as a group have won my heart for another reason; for them, learning English is a patriotic act. While their older brothers and male relatives fight as mujahedeen, they want to learn English to tell their stories of torture to the American community, which is all too indifferent to

their plight. They laboriously write speeches in English and practice them thoroughly so their accents are intelligible to Americans before going to demonstrate near the Soviet Embassy, in Washington, D.C., and to the United Nations. Even in the United States, this activity is not without danger. They wear masks to conceal their identities from the cameras of Soviet agents who take reprisal against their relatives still in Afghanistan.

One of my most vivid memories is the day an Afghan student, who had only smiled in response to my questions, stood to challenge my school's Soviet-exchange teacher. "Why have you invaded my country?" he began. Mr. Ponomarvo was taken aback as the 16-year-old Attulah Sadiq hurled his accusations and facts, vigorously defending the right of his people to live in freedom. He recalled his own torture as a 12-year-old boy at the hands of the Soviets in a Kabul prison to illustrate personal knowledge of the events the Russian had said were not true, or absent from his Kiev newspapers.

My American class watched, fascinated; they had an excellent lesson in how much people desire freedom as measured by what they must pay, and they saw the power of words springing from and appealing to strong emotions. Such an occasion reemphasizes for us what is valuable in our own

heritage -- and some of my students learned about the location and history of Afghanistan on that day.

I concur with the views of the ESL teachers I have contacted who believe the primary prerequisites for teachers are patience and a sense of humor. The experience of having learned a foreign language makes one empathetic with the students' difficulties; this experience is generally viewed as more useful than linguistic courses required for ESL certification. Teachers regret the loss of time better spent otherwise than in linguistics courses not designed for their need. Teachers also cite an interest in foreign cultures, as well as some specific knowledge about how they differ from ours, as very helpful. For example, in some cultures it is considered rude to say one does not understand. Teachers used to verbal responses must, therefore, be aware they need to be attuned to other cues to verify understanding.

The ESL students and their families also need patience and a sense of humor when dealing with our customs. In response to the school nurse's request for help, one teacher told of writing in Spanish to parents whose children were required to have innoculations. Judging from the reaction, she is sure she used the wrong expression for "shot."

There is enormous agreement among teachers, taxpayers

and school board members that emphasis needs to be placed on intensive language training to develop English fluency. The home and community should support the retention of a minority group's cultural values, and students should be encouraged to retain and improve fluency in the mother tongue; but, the schools cannot assume the responsibility for more than developing English fluency.

Many teachers commented how respectful of teachers and how appreciative the foreign students are. Some of us have received special gifts of food and invitations to important family events, such as engagement parties and weddings. Teaching ESL has its special problem, but it also brings special satisfactions.

Ellen Tabb, NACCBE Member

2. A View from California by an Elementary School Principal

All schools function within State and Federal regulations. It is when regulations clash that problems develop.

Item: When 10 children in a grade level are identified as speaking a minority language, they must be placed in a bilingual class.

Item: The state mandates class enrollment limits in kindergarten through Grade 3.

Item: Parents of children being placed in bilingual classes must (a) be notified of the placement; (b) be given the options available with all possible explanations.

Item: The state mandates that two-thirds of a bilingual class be made up of identified minority language students and one-third of English speaking students.

Example: A second grade in a small neighborhood school has 60 children enrolled. Twenty children are identified as speaking a minority language. The following problems surface:

1. When several parents of limited English proficiency (LEP) students understand their children will be taught reading and other subject matter in their own language, they refuse placement in the bilingual class.

2. When several parents of English speaking children

realize how bilingual instruction occurs, they too opt for the other classroom.

The second grade class of 60 children is thus divided into one room of 18 LEP's and seven English speaking children, and another room of 35 children taught in English. At this juncture other problems become apparent:

1. The district budget established staffing constraints on a ratio of one teacher to 30 children.

2. An imbalance of class sizes would immediately elicit a knee-jerk response from the teachers' bargaining unit, and grievance committees would start their hearings.

There are other real factors that have not been mentioned. The elementary school may be in an area of declining enrollment, resulting in split-grade classrooms (two or more grades in a single classroom). Again, grade size and class size and the ratio of English speaking to minority language speaking children, according to grade, must be factored into the formula.

The catch-phrase, "I write it, but I don't read it," might well apply to those who write and design state-mandated rules. It is those in the trenches who must try to maintain the focus on teaching children, while keeping in precarious balance all the trip wires of rules.

Sometimes a child is placed and the parent is not fully

informed. Sometimes the bilingual class is nominally a Spanish class, but includes Vietnamese, Korean or Samoan children to even out the numbers.

Most teachers in the transitional bilingual class are not bilingual. The teacher was recruited into signing a waiver requiring him to attend evening classes two or three times a week. At times tuition is paid, and, at other times, an instructor is hired to teach the target language.

The teacher in the bilingual transitional program is required to learn the minority language, the history of the ethnic target group, and the culture. The letter comes easy, but the language learning is usually protracted over a five-year period. Fifty percent of the teachers taking the qualifying tests in the language fail. The teacher was never bilingual during the five-year study period, but he was required during that time to teach all the basics in the minority language. And, all five years of study are without additional pay.

Instruction in the minority language was promised to the parents of both the minority language and English speakers. To bridge the minority language, the school district provides a bilingual aide on a part-time basis. The aide is hired from bilingual and Chapter I funding. The aide has to bridge the language, while the teacher is

becoming proficient in the minority language. Thus, the children's real teacher is a non-certified instructional aide under the direction of the teacher.

Upon observation for evaluation purposes, a conversation in Spanish between teacher and child is heard. The Spanish syntax and pronunciation of the teacher is terrible. There is no way this teacher can be a good role model for building the Spanish vocabulary of the Spanish speaker, or for the English speaking child. This creates a problem when English speaking parents say, "I thought you said my child was going to learn to speak Spanish."

There is the further problem when the teacher is recruited into signing the bilingual waiver. The principal becomes "the heavy" in a business wracked with enough problems. Bilingual education creates an adversary atmosphere when the principal must transfer a teacher who refuses to sign the waiver. There are no bilingual teachers available at any price anywhere.

There are some positive aspects to transitional bilingual education. The teacher who is required to learn another language becomes sensitized to the problem of learning another language. He is thereby able to understand the learning struggle of the youngster in class. There is the advantage of learning subject matter immediately in the

child's own language without waiting to learn English first.

Another arguable advantage for bilingual education is that the child feels comfortable and gains a good self-image when he identifies with someone who can speak his language. The advantage is arguable because children -- and adults too --follow the course of least resistance. When children of Hispanic origin know that their principal understands and speaks their language, they never want to speak English, unless they want to show off. There may be nothing wrong with this, except that in an English speaking society, feeling good about yourself will not put bread on the table.

Alternative methods of instruction are more economical and feasible and, in most cases, produce better results than transitional bilingual education.

Cipriano Castillo, Jr.
NACCBE Member

3. A View from New Jersey

To help minority language students learn English, the total educational process is involved -- pedagogic, theory, methodology, testing, evaluation. Also, there are federal, state and local regulations to assure effective use of the money appropriated. Each of these factors is essential to the whole.

The thoughts expressed in this personal paper are the views of a 10-year member of a local board of education. The local education agency (LEA) must provide the service effectively, while remaining within the regulations although circumstances may vary widely.

The problem of dealing with non-English speakers is not confined to large urban pockets of a single language group. In many parts of the country, the problem is more diffuse. In the writer's suburban New Jersey school district, there are 20 languages spoken. Apart from Spanish, German and Italian, they embrace Teluga, Tagalog, Parsi among others. There are three speakers of Gujarati and, as luck would have it, they attend three different elementary schools. A nearby New Jersey school district must deal with Ashanti-Te, which is not only obscure but has no written form.

A number of factors must be considered in deciding on methods of instructing minority language children.

Old patterns of immigration are changing. Traditionally, younger parents arrived with small children who could be immersed in English, there being sufficient time to make up academic deficiencies. Now, there are older children arriving who need to be ready for the job market or higher education in two or three years.

Teaching techniques may vary with the child's language. Chinese children need to learn about tenses of verbs, since this is not part of the Chinese language structure. They must also learn that tone is not as significant in English as in Chinese. The Russian child, on the other hand, is aware of tenses, but needs to learn the use of articles, both definite and indefinite. "House," "a house," "the house" are all "dom" to the Russian. They must also learn to use "to be" in the present tense. It is usually omitted in Russian.

Age of the child at the time of arrival is important. Methods suitable for the first-grader, who has more time to adapt, may be unsuited to the child who arrives in the tenth grade.

The language ability of the parents is also a factor. Parents who speak English can reinforce what the child learns in school and, thereby, help the child to learn more quickly.

The availability of local resources is also a consideration. There are times when sharing of services among contiguous school districts may make a great deal of sense. The area being served may be a large block of a single language group, or it may be dispersed and multilingual.

The foregoing factors may vary widely from district to district and from child to child. They may markedly affect the child's progress in attaining fluency in English. In order to meet the problem, an LEA needs to have the right to adapt to the situation at hand. The adaptation would be enhanced if there were better means of measuring English language proficiency. This would help to establish starting points for the new student --some speak a little English, others none -- and help assess the effectiveness of teaching methods.

The delivery of services to the non-English speaker will be aided greatly by a flexible approach, rather than mandating a single method. Regulations should focus on results, ease sharing of services, and encourage alternatives to transitional bilingual education.

More research is needed on how children best learn English, given their variations in background. Consideration should be given to intense immersion, followed by intense remediation to make up any academic deficiency that

might result from a delay in acquiring English. Remedial English teachers are in far greater supply than bilingual teachers.

A disadvantage of a bilingual program where children are from diverse national backgrounds is that small children may be transported out of their neighborhood school. Intense immersion and intense remediation would ameliorate the geographical distribution problem.

Alex Richardson
NACCBE Member

4. A View from the "Submerged"

My family and I came to the United States in August of 1956 from Ecuador. Except for my father, who spoke broken English, the members of my family found themselves prisoners of the apartment, because they lacked communication skills. I believe that I was the only one in our family who did not immediately realize the meaning of living in the United States unable to speak a word of English. For two weeks I played in and around the apartment with no particular need or desire to learn English. Then came my first day at an all-American school.

The panic that initially beset me was laid quickly to rest by an understanding and patient teacher, who immediately assigned me an American peer tutor or companion. This teacher on many occasions stayed after school to give me special one on one instruction.

I went to three different schools during the first two months of my education. In all three schools, I found basically the same form of instruction; that is, peer tutelage and special after-school instruction. In a matter of weeks, I no longer needed my tutor; I was on my way to mainstream U.S.A.

My story is not unique. Many of my friends and acquaintances learned English by the "sink or swim" or

submersion method.

There are many factors that influence language learning: socioeconomic considerations, the quality of school programs and peer pressure.

I have read that peer pressure can be detrimental in the form of ridicule by those children who already speak the majority language. I believe that fear of being an outcast is more of a motor for learning.

One of the reasons I, and many others, learned English by the submersion method is that we were essentially isolated immigrants. I am not sure that I would have learned English as quickly had I been in a classroom with a Hispanic teacher and 30 other Hispanic children. The urgency to learn the language might not have been present.

One of the reasons I, and many others, learned English by the submersion method is that we were essentially isolated immigrants. I am not sure that I would have learned English as quickly had I been in a classroom with a Hispanic teacher and 30 other Hispanic children. The urgency to learn the language might not have been present.

I do not advocate the submersion method at the national level. Presently, data generated from program implementation nationally does not support the thesis that there is a superior method.

The conclusion I draw is a simple and unsubstantiated one. The concentration of limited English proficient (LEP) students (i.e ., the ratio of LEP's to non-LEP's) in a classroom is a factor in language-learning processes.

Perhaps there is a need for a statistical research study that focuses upon the effects of the concentration of LEP's on language skills acquisition.

Hugh C. Alban, NACCBE Member
Miamia, Florida

5. A View from Massachusetts and 'around the World

As an immigrant child arriving in the United States at the age of six with no English language ability, I suffered the painful acquisition of a second language and the slow acculturation to the American classroom and community.

To teach a new population of non-English speaking children through the transitional bilingual approach seemed to me a great leap forward in methodology. Five years as a bilingual and English-as-a-Second Language (ESL) teacher in the Puerto Rican community of Springfield, Massachusetts, gave me sufficient experience to question the effectiveness of this model as the best or only way of teaching language minority children. In practical terms it was not working well. Students were not acquiring English skills sufficient to work in a regular classroom unassisted within three years -- it was not happening in five or six years in many cases.

Graduate studies at the University of Massachusetts and at the University of London deepened my understanding of second language teaching and learning, both in theory and practice. Visiting and lecturing in different countries, including England, Norway, Finland, Italy, Japan and China gave me a global view of bilingualism, language policy and language teaching models.

When I assumed the directorship of the Bilingual/Eng-

lish-as-a-Second Language program for the Newton Public Schools in 1980, I found an opportunity to put into practice the ideas I had been developing. Newton has a long-standing reputation in the U.S. for leadership in educational innovation and it provided the fertile ground for experimentation.

What I have learned in these five years in Newton is neither revoluntionary nor totally original, but the combination of elements I have brought together seems to be producing effective language learning, academic success in the mainstream classroom, and a positive attitude towards schooling for most limited-English proficient students.

The Newton program provides bilingual teaching for the largest groups: Italian, Spanish, and Chinese. For students from 27 other language backgrounds, Newton offers English-as-a-Second Language only -- in a resource room setting.

In the bilingual programs we phase out instruction in the native language within a short time; in both programs we provide several hours daily of English language instruction, using the content areas as the focus of the lessons and following the curriculum as much as possible. Opportunities for maintaining skills in the native language are provided in after school programs and voluntary language schools in the community.

The elements I consider crucial for a superior learning program follow: a well-trained staff, high expectations for the students, strong parent/school communication and parent support for the program, a well-designed program (understood and supported by staff and administrators), curriculum goals for language learning and academic achievement consistent with the school system at large, and good public relations in the community. These could be the foundations for any program for language minority students, whether it be transitional bilingual education, ESL or immersion.

Considering the diversity of population in the U.S. in need of language learning assistance (at present count, 125 languages being used in bilingual education programs) it is finally the achievement of the children that matters most and not the type of program used or the amount of native language instruction provided. These decisions are best left to local agencies.

It is the goal of transitional bilingual education that English language acquisition be effected within a reasonable time. It is the opinion of most linguists that early intensive structured language learning opportunities will achieve this goal most quickly and effectively. It is my belief, based on first-hand experience and research, that this approach works well for students from different

countries, different social classes, and different home backgrounds.

In our pluralistic society, only an education policy that allows each community to develop programs that serve its own needs can ensure both equity and excellence for all children.

Rosalie Porter
NACCBE Member

APPENDIX J

NAMES AND ADDRESSES OF NACCBE MEMBERS OF MARCH 31, 1986

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FOOTNOTES

[1] "While inability to speak and understand the English language excludes national origin-minority group children from effective participation in the educational program offered by a school district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students." 35 Fed. Reg. 11595 (1970)

[2] Title VI of the Civil Rights Act of 1964 provides that "no person in the United States shall, on the ground of raced, color, or national origin be excluded from discrimination under any program or activity receiving Federal financial assistance."

[3] "Update: Part C Bilingual Education Research Agenda," Focus (publication of the National Clearinghouse for Bilingual Education), No. 14, March 1984, p.1.

[4] "Overview: National Longitudinal Evaluation of the Effectiveness of Services for Language-Minority Limited English Proficient Students, "U.S. Department of Education, Office of Planning, Budget, and Evaluation, Washington, D.C., 1985 (mimeographed).

[5] "Description and Longitudinal Study of Immersion Programs for Language-Minority Children", U.S. Department of Education Office of Planning, Budget, and Evaluation, Washington, D.C., 1984 (mimeographed).

[6] "Case for Structured Immersion", by Russell Gersten and John Woodward, Educational Leadership, September 1985, pp. 75-79.

[7] "New Jersey Immersion Study", Forum, June/July 1985, p.3.

[8] "Two Districts in Texas Report Program Outcomes", Forum, August/September 1985, p.4.

[9] ibid.

[10] "Bilingual Program Takes a New Tack", Los Angeles Times, June 30, 1985, Part II, p.1; "School Adopts Eastman Model", Montebello News, July 24, 1985, p.1.

[11] ibid.

12 Krashan, Stepen D. Schooling and Language Minority Students: A Theoretical Approach. Evaluation, Dissemination and Assessment Center, California State University, Los Angeles, 1981, p.3.

13 Peng, Samuel S., et al. School Experiences and Performance of Asian-American High School Students. U.S. Department of Education, Office of Educational Research and Improvement, Washington, D.C., April 1984